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Country programme outlines for Botswana (2003 - 2007)*

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

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I. Situation analysis

1. The Common Country Assessment (CCA) for Botswana, prepared in 2001, concluded that the primary human development challenges, which require collaboration between the Government and the United Nations, are poverty, HIV/AIDS and environmental degradation. The overarching framework for this collaboration is Vision 2016, which envisages a prosperous nation that is compassionate, just and caring.

2. Recent estimates put the national HIV/AIDS prevalence rate at 38.5 per cent. Current high rates of morbidity and mortality provide visible evidence of the pandemic. Particularly worrisome are the extremely slow behavioural changes needed to assure the success of aggressive interventions mounted by the Government; and the socio-economic devastation caused by the pandemic. In spite of tremendous challenges, Botswana aims to halt, and then reverse, the spread of HIV/AIDS by 2016.

3. In Vision 2016, Botswana seeks to eliminate extreme poverty. Until the mid 1990s, when the impact of HIV/AIDS became manifest, Botswana had made good progress in terms of both income and socio-economic indicators. In 1993/94, the most up-to-date baseline, 47 per cent of the population had poverty-level incomes, compared to 59 per cent in 1985/86. The infant mortality rate fell from 108 deaths per 1,000 live births in 1966 to 38 per 1,000 in 1999, while the primary school enrolment rate rose from 50 per cent to 97 per cent over the same period (Government-UNDP Poverty Workshop Report 2000). The link between poverty and HIV/AIDS suggests the need to address both problems simultaneously, to mutually beneficial effect.

4. Poverty is particularly serious in rural areas. Consequently, migration to urban areas, where incomes are higher, has been a key strategy for escaping poverty in rural areas. An increasingly undesirable outcome of this strategy, however, is a growing squatter population in urban areas and environs. With unemployment still high and urban poverty showing only a marginal decrease between 1985/86 and 1993/94, urban poverty may become a destabilizing social-economic and political problem. The just-completed review of the Rural Development Policy and the ongoing poverty reduction strategy process, for which the Government has engaged UNDP, will entail a major paradigm shift on poverty, requiring an integrated multisectoral perspective and stressing the importance of governance.

5. Environmental degradation constitutes a threat to the long-term sustainability of Botswana's development. A sizeable portion of the population, especially the poor, depends directly on environmental resources – land, water and biodiversity -- for their livelihood. Environmental resources also provide a solid base for a potentially lucrative ecotourism industry. The Government supports environmental conservation and has created a wide array of legislation, policies and programmes to protect the country's rangeland, wetlands, biological diversity, water and other natural resources. It has also signed and ratified the relevant international conventions on environmental protection, and is currently building capacity to implement its own environmental legislation and policies.

6. The economy is strong, stable and growing, and is expected to register positive real growth over the 1997-2020 period. There are, however, significant challenges, including the HIV/AIDS pandemic, globalization and over-dependence on mining, which accounts for one third of gross domestic product, 80 per cent of export income and half of government revenue.

7. The fight against HIV/AIDS is raising government expenditures, altering expenditure priorities and depleting an already inadequate human resource base. Unless significant inflows of donor support for the Government's HIV/AIDS programme materialize, the pandemic will crowd out development spending from the fiscal budget. Thus, donor support is urgently required, not only to finance the response to HIV/AIDS, but also to provide technical expertise to replace human resource capacity lost as a result of the pandemic.

II. Past cooperation and lessons learned

8. The 1997-2002 country cooperation framework (CCF) focused on four thematic areas of programme support -- poverty alleviation and employment creation, HIV/AIDS, environment and gender -- with cross-sectoral issues of

governance, information communication technology (ICT) and youth. Within each programme, the overriding objective was capacity-building of national institutions through legislative and upstream policy reform; technical support to augment implementation capacity; policy-oriented research and pilot projects; and strategic advocacy across the entire programme spectrum.

9. The key lessons from the CCF are that strategic advocacy and upstream policy interventions, when properly carried out, yield substantial returns per dollar of investment. Both the *Botswana Human Development Report 2000* and policy-oriented research conducted through the HIV/AIDS programme facilitated programme implementation, resource mobilization and policy formulation. It became clear that building implementation capacity in the public sector and civil society should remain a priority for UNDP, and that UNDP should also move purposefully in supporting effective utilization of ICT resources in government, the private sector and among non-governmental organizations (NGOs). The United Nations Volunteers programme (UNV) proved to be both cost effective and efficient in filling critical human resource gaps within UNDP and its cooperating partners. Along with United Nations Short Term Advisory Services (UNISTAR) specialists, UNV specialists will be used extensively in the proposed country programme.

III. Proposed programme

Linkage with the United Nations Development Assistance Framework

10. The proposed programme is based on the United Nations Development Assistance Framework (UNDAF), which identified, in consensus with the Government and other stakeholders, three thematic areas -- poverty, HIV/AIDS and environment -- as the strategic areas of focus for the United Nations system in Botswana. It further identified governance, institutional capacity-building, human resource development, gender, human rights, education, youth, health, population and ICT as cross-cutting issues that warrant attention as substantive programmes or as mainstreamed components of programmes.

11. The proposed programme will contribute to the objectives of the UNDAF, as detailed in the annex. The cross-cutting issues will, on the basis of relevance, need and UNDP financial and technical resources, be mainstreamed into more substantive programme activities.

UNDAF objective 1: poverty

12. Strengthening capacity for pro-poor socio-economic policy making, implementation, research, monitoring and evaluation. In the 2003-2007 country programme cycle, UNDP Botswana will assist the Government in implementing and monitoring the performance of the national poverty reduction strategy; support institutional and human resource capacity-building for pro-poor socio-economic policy making in government; and facilitate the creation of capacity to measure and monitor poverty within government, academia, NGOs and other structures of civil society. (A key component will be a web-based database for monitoring progress.)

13. In furthering this goal, UNDP will invest resources in governance as a cross-cutting and critical programme component. Emphasis will be on upstream reforms and capacity-building in the areas of trade and investment; decentralization; implementation of performance management systems in the public sector; strengthening of legislative processes (including through ICT); support to the Vision Council in monitoring and evaluating the implementation of Vision 2016; and mainstreaming gender into development plans. The range of interventions will include upstream efforts that support employment creation, e.g., investment incentives and regulatory instruments for trade and investment.

14. Programmatic and financing partnerships will be forged with the Government (national execution and cost sharing) and other stakeholders. The Department for International Development (DfID), United Nations Conference on Trade and Development, World Tourism Organization, Southern African Development Community (SADC) and resident United Nations agencies will partner with UNDP in implementation and cost sharing. NGOs, community-based organizations (CBOs) and academic and research institutions will be important partners. A limited role for the private sector is expected in both cost sharing and implementation, especially in respect to policy advocacy in the areas of trade, investment and public sector reform.

UNDAF objective 1: HIV/AIDS

15. Improving national capacity for leadership, coordination, implementation, and monitoring and evaluation of the multisectoral response. UNDP will consolidate assistance to strengthen national coordination capacity within government, the private sector and civil society organizations, including networks of people living with HIV/AIDS; support leadership and institutional

arrangements to respond to the pandemic at all levels; and provide technical support for mainstreaming HIV/AIDS into development plans and the work of line ministries. UNDP will collaborate with other United Nations agencies to support the development and implementation of an effective national HIV/AIDS monitoring and evaluation system. Attention will be given to supporting capacity development at the National AIDS Coordinating Agency (NACA), key ministries and District Multi-Sectoral HIV/AIDS Committees. Key partners in the programme cycle will be the Government, DfID, other bilateral partners, the African Comprehensive Programme on HIV/AIDS, NGOs, CBOs and academic institutions.

UNDAF objective 2: environment

16. Assisting Botswana fulfil its obligations under global and regional commitments. UNDP will assist the Government to strengthen national capacity to meet its obligations under environmental conventions, with particular focus on capacity assessment, development of strategies, implementation of protocols and mainstreaming of environmental issues into development planning. The Government will also be assisted in improving water, waste and sanitation management by supporting public-private partnerships for the urban environment and supporting the development of integrated water resources management. Further support will be provided for the implementation of community-based natural resource management and NGO/CBO-driven activities through the Global Environment Facility (GEF). UNDP will continue to assist the Government in strengthening environmental education and awareness on such issues as community-based natural resources management, climate change, biodiversity, drought and desertification, and the conservation of wetlands.

17. During the programme cycle, the Government will remain an important execution and cost-sharing partner. Other important cost-sharing and/or implementation partners include GEF, the International Union for Conservation of Nature and Natural Resources, SADC, other United Nations agencies, the private sector, NGOs and CBOs.

Intended results

18. In the next programme cycle, UNDP will contribute to the following: (a) improved national capacity to monitor income and human poverty; improved capacity for designing and implementing poverty reduction strategies; and public sector reform (to reach the national goal of reducing the prevalence of poverty to 23 per cent by 2007); (b) reduction in both the prevalence and incidence of HIV/AIDS and mitigation of its impact; and (c) improved management and conservation of environmental resources.

Cooperation strategies

19. Cooperation strategies will build on progress made in the previous country programme to foster mutual respect and trust among development partners, improve inter-agency coordination (within and outside the United Nations system), build synergy and maximize the impact of the development community in general, and of UNDP in particular. While each United Nations agency will focus on areas where it has a distinct comparative advantage, collaborative identification and analysis of problems will be emphasized to allow for joint programmes and coordinated monitoring and reporting on progress in reaching the Millennium Development Goals. The challenge will be to reach out more effectively to such bilateral development partners as DfID and to draw in civil society organizations, NGOs, and academic and research institutions, in a mutually beneficial arrangement. In this respect, opportunities for regional integration will be explored in order to draw lessons of experience and to increase returns on investment through cross-border policy harmonization.

IV. Programme management, monitoring and evaluation

Monitoring

20. In addition to the annual government-UNDP system review of the implementation of the country programme, and the application of results-based management tools to all programmes and projects, UNDP will put in place a country office monitoring and evaluation system to track programme implementation, performance against the relevant UNDAF objectives and impact on development outcomes. The programme will also undergo an independent mid-term evaluation in 2005.

21. The country office will support the development of national capacity for outcome-based policy and programme monitoring and evaluation. Institutions that will benefit include the Central Statistics Office, the Vision Council and the Botswana Institute for Development Policy Analysis.

Execution and implementation

22. National execution will remain the dominant modality for implementation of the proposed programme. To strengthen the efficacy of this modality, UNDP will

continue to provide national execution training to counterpart institutions. Direct execution and NGO execution will also be used. Because of the success and cost-effectiveness of the UNV modality in the 1997-2002 programme cycle, UNV specialists, along with UNISTAR specialists, will be used to augment technical capacity for implementation. Project support services will be provided to the Government, if requested. In addition, the subregional resource facility (SURF) will become an essential part of the country office human resource base.

Resource mobilization

23. UNDP has a unit in place whose primary responsibility is to mobilize resources for the proposed country office. A resource mobilization strategy will be developed with the following pillars: (a) the inherent value added by the activities proposed in the country programme; (b) core resources from UNDP headquarters; (c) a mutually acceptable cost-sharing arrangement with the Government; (d) UNDP ability to package, profile and communicate effectively to the development community issues that are central to Botswana's development and donor priorities; (e) the country office's ability to ensure timely implementation of projects and programmes; and (f) enhanced collaboration with SURF, Bureau for Development Policy, and increased use of UNV and UNISTAR specialists. A more effective information and dissemination strategy will be developed to keep the public informed of UNDP activities.

24. The estimated cost of the programme is $60 million, of which approximately $5 million will be carry-over from the 1997-2002 cycle. The balance will be mobilized through UNDP core resources, trust funds and cost sharing from development partners, including the Government, GEF, the Japan International Cooperation Agency (JICA), the United Nations Fund for International Partnerships (UNFIP) and the private sector. The proposed programme resource target is approximately equal to the 1997-2002 target, which the country office is well on course to meeting by the end of 2002. The resource mobilization strategy will be supported by comprehensive partnership and communication strategies.

Country office structure and staffing

25. The country office has completed a major reprofiling exercise to reorganize its functional units, in order to utilize its human resources more effectively and deliver better results. Consequently, UNDP Botswana does not envisage a significant expansion of its core staff in the new programme cycle. Nevertheless, extra-budgetary resources will be mobilized and deployed in securing technical expertise, where necessary.

Annex

Results and resources framework for Botswana, 2003-2007

Strategic areas of support	UNDAF objective 1: Create an enabling environment for poverty reduction by strengthening pro-poor economic policy making, implementation, research, monitoring and evaluation			Resources by strategic area of support/outcome or programme area (in US dollars)
	Intended outcomes where needed	Indicators of outcome or purpose	Outputs, including key output indicators	
Monitoring of poverty and inequality Efficiency and accountability in the civil service	Improved national capacity to monitor poverty and inequality in accordance with the Millennium Development Goals Acceptance and use of survey and participatory methodologies for planning, implementation and monitoring of anti-poverty policies and programmes Improved efficiency, accountability and transparency in the civil service	The incidence of both income and human poverty reduced *Baseline*: 47 per cent of the population income poor in 1993 *Target*: Reduction of the rate of income poverty to 23 per cent by 2007 Public sector reform initiatives made *Baseline*: No baseline *Target*: Decentralized governance and increased public participation in the development process by 2007	An integrated poverty reduction strategy developed and implemented Biannual Poverty Monitoring Survey Report produced in a timely fashion Monitoring and evaluation system for Vision 2016 developed Technical support for the institutionalization of performance management systems in the public sector	**Regular resources:** $735,000 **Other resources:** UNDP trust fund: $1,100,000 Private sector: $540,000 Government cost-sharing: $14,168,000

Strategic areas of support	Intended outcomes	Indicators of outcome or purpose	Outputs, including key output indicators, where needed	Resources by strategic area of support/outcome or programme area (in US dollars)
Comprehensive strategies to prevent the spread and mitigate the impact of HIV/AIDS	**UNDAF objective 1: Mitigate the spread of HIV/AIDS through behavioural change and mainstreaming at all levels**			
	Institutional capacity built to plan and implement multisectoral strategies to limit the spread of HIV/AIDS and mitigate its social and economic impact	Participatory and multi-institutional coordinating mechanisms in operation *Baseline*: Management and coordination structures exist but do not have adequate technical capacity Proportion of poor households disaggregated by gender, with access to information and support services targeting HIV/AIDS *Baseline*: Sentinel surveillance data not disaggregated by income *Target*: Reduction in the adult HIV/AIDS prevalence rate from 38.5 per cent in 2000 to 21.7 per cent in 2007	National strategic framework for HIV/AIDS response developed and implemented HIV/AIDS mainstreaming into sectoral plans completed Sectoral capacity needs assessment completed at all levels Sectoral policy advisors in place at NACA and in key sectors Fully functioning network of persons living with HIV/AIDS Strong advocacy for legislative and policy reforms that eliminate discrimination against persons living with HIV/AIDS	**Regular resources:** $367,000 **Other resources:** UNDP trust fund: $500,000 UNFIP: $ 650,000 Private sector: $ 270,000 Government cost-sharing: $5,842,000

Strategic areas of support	Intended outcomes	Indicators of outcome or purpose	Outputs, including key output indicators, where needed	Resources by strategic area of support/outcome or programme area (in US dollars)
	UNDAF objective 2: Assist Botswana to fulfil its obligations under global and regional commitments and goals			
Monitoring and assessment of environmental sustainability National capacity for participation in global conventions and regulatory and funding mechanisms for environmentally sustainable development	Improved national capacity to monitor environmental conditions and trends and assess policy performance in promoting environmental sustainability Improved awareness and understanding among decision makers and the public of linkages between environmental sustainability and human poverty and well-being Global environment concerns and commitments integrated in national planning and policy Improved national capacity to negotiate and implement global benefits	Implementation of environmental policy issues and practices identified by National Development Plan 9 implemented Capacity for the development of strategies, actions plans, systems and national communications for various conventions developed in government *Baseline:* Databases such as State of Environment Review, Biodiversity and Botswana Rangeland Inventory currently under development *Target:* Well-developed database systems in place by 2006 *Baseline:* Wetlands policy exists but management plans need to be formulated *Target:* Wetlands management plans for key wetlands developed by 2006	National capacity-building of key government institutions, NGOs and private sector strengthened and improved Wetlands management plans developed and small to medium-size community-based natural resource management projects implemented Public environmental education strategy developed Public-private partnerships for urban environment and action plan facilitated Integrated water resources management plan developed State of environment reviews prepared biannually Biodiversity strategy and action plan prepared and implemented	**Regular resources:** **$366,000** **Other resources:** US State Diplomacy Fund: **$148,000** UNDP trust fund: **$325,000** GEF: **$11,593,000** JICA: **$500,000** Innovative Partnership: **$100,000** Private sector: **$270,000** Government cost-sharing: **$7,415,000**
				Total regular resources: **$1,468,000** Total other resources: **$43,421,000** Grand total: **$44,889,000**